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## TECHNICAL BUDGET ANALYSES

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## 25. CURRENT SERVICES ESTIMATES

Current services, or “baseline,” estimates are designed to provide a benchmark against which budget proposals can be measured. A baseline is not a prediction of the final outcome of the annual budget process, nor is it a proposed budget. It can be a useful tool in budgeting, however. It can be used as a benchmark against which to measure the magnitude of the policy changes in the President’s Budget or other budget proposals, and it can also be used to warn of future problems if policy is not changed, either for the Government’s overall fiscal health or for individual tax and spending programs.

Ideally, a current services baseline would provide a projection of estimated receipts, outlays, deficits or surpluses, and budget authority reflecting this year’s enacted policies and programs for each year in the future. Defining this baseline is challenging because funding for many programs in operation today expires within the 10-year budget window. Most significantly, funding for discretionary programs is provided one year at a time in annual appropriations acts. Mandatory programs are not subject to annual appropriations, but many operate under multi-year authorizations that expire within the budget window. The framework used to construct the baseline must address whether and how to project forward the funding for these programs beyond their scheduled expiration dates.

Since the early 1970s, when the first requirements for the calculation of a “current services” baseline were enacted, the baseline has been constructed using a variety of concepts and measures. Throughout the 1990s, the baseline was calculated using a detailed set of rules enacted through amendments to the Balanced Budget Emergency Deficit Control Act of 1985 (BBEDCA) made by the Budget Enforcement Act of 1990 (BEA). The BBEDCA baseline rules lapsed after the enforcement provisions of the BEA expired in 2002, but even after the lapse they were largely adhered to in practice until they were officially reinstated through amendments to BBEDCA enacted in the Budget Control Act of 2011 (BCA).

The Administration believes adjustments to the BBEDCA baseline are needed to better represent the deficit outlook under current policy and to serve as a more appropriate benchmark for measuring policy changes. The next section provides detailed estimates of an adjusted baseline that corrects for some of the shortcomings in the BBEDCA baseline. Table 25–1 shows estimates of receipts, outlays, and deficits under the Administration’s adjusted baseline for 2014 through 2025.<sup>1</sup> The estimates are based on the economic assumptions described later in this chapter. The table also shows the Administration’s estimates by major component of the budget. Estimates

based on the BBEDCA baseline rules are shown as a memorandum in the table.

### Conceptual Basis for Estimates

Receipts and outlays are divided into two categories that are important for calculating the baseline: those controlled by authorizing legislation (receipts and direct spending) and those controlled through the annual appropriations process (discretionary spending). Different estimating rules apply to each category.

*Direct spending and receipts.*—Direct spending includes the major entitlement programs, such as Social Security, Medicare, Medicaid, Federal employee retirement, unemployment compensation, and the Supplemental Nutrition Assistance Program (SNAP). It also includes such programs as deposit insurance and farm price and income supports, where the Government is legally obligated to make payments under certain conditions. Taxes and other receipts are like direct spending in that they involve ongoing activities that generally operate under permanent or long-standing authority, and the underlying statutes generally specify the tax rates or benefit levels that must be collected or paid, and who must pay or who is eligible to receive benefits.

The baseline generally—but not always—assumes that receipts and direct spending programs continue in the future as specified by current law. The budgetary effects of anticipated regulatory and administrative actions that are permissible under current law are also reflected in the estimates. BBEDCA requires several exceptions to this general rule, and the Administration’s adjusted baseline also provides exceptions to produce a more realistic deficit outlook. Exceptions in BBEDCA and in the Administration’s adjusted baselines are described below:

- Consistent with BBEDCA, expiring excise taxes dedicated to a trust fund are assumed to be extended at current rates. During the projection period of 2015 through 2025, the taxes affected by this exception are taxes deposited in the Airport and Airway Trust Fund, which expire on September 30, 2015; taxes deposited in the Highway Trust Fund, the Leaking Underground Storage Tank Trust Fund, and the Sport Fish Restoration and Boating Trust Fund, which expire on September 30, 2016; taxes deposited in the Oil Spill Liability Trust Fund, which expire on December 31, 2017; and taxes deposited in the Patient-Centered Outcomes Research Trust Fund, which expire on September 30, 2019.
- While BBEDCA requires the extension of trust fund excise taxes, it otherwise bases the receipt estimates on current law. The following tax credits provided to

<sup>1</sup> The estimates are shown on a unified budget basis; i.e., the off-budget receipts and outlays of the Social Security trust funds and the Postal Service Fund are added to the on-budget receipts and outlays to calculate the unified budget totals.

individuals and families under the American Recovery and Reinvestment Act of 2009 (ARRA), which were extended through 2017 by the American Taxpayer Relief Act of 2012 (ATRA), are assumed to expire according to current law in the BBEDCA baseline: increased refundability of the child tax credit, expansions in the earned income tax credit (EITC) for larger families and married taxpayers filing a joint return, and the American opportunity tax credit (AOTC). However, the Administration's adjusted baseline extends these tax credits permanently.

- BBEDCA requires temporary direct spending programs that were enacted before the Balanced Budget Act of 1997 to be extended if their current year outlays exceed \$50 million. For example, the Summer Food Service Program for children is scheduled to expire at the end of 2015. The baseline estimates assume continuation of this program through the projection period.<sup>2</sup>
- Medicare payment updates to physicians are determined under a formula, commonly referred to as the "sustainable growth rate" (SGR). This formula has called for reductions in physician payment rates since 2002, which the Congress has routinely overridden for more than a decade. Under the SGR formula, physician payment rates would be reduced by 21 percent on April 1, 2015, and these reductions are reflected in the BBEDCA baseline. However, rather than reflect the large cuts scheduled under current law, the adjusted baseline includes the costs of expected Medicare physician payments, assuming a zero percent update for physician payment rates.
- Under the Postal Accountability and Enhancement Act of 2006 (P.L. 109-435), the United States Postal Service (USPS) is required to make specified annual payments through 2016 to the Postal Service Retiree Health Benefits (RHB) Fund in the Office of Personnel Management. These payments are designed to prefund unfunded liabilities for health costs for future Postal retirees. Starting in 2017, the USPS's remaining unfunded liability is amortized over a 40-year period. Because of its current financial challenges, the USPS defaulted on two statutory RHB payments due in 2012 totaling \$11.1 billion and subsequently defaulted on the \$5.6 billion payment due September 30, 2013 and the \$5.7

billion payment due September 30, 2014. The USPS indicated that, absent changes to its financial forecast (largely dependent on legislative action), the USPS will likely default on future RHB payments. While the BBEDCA baseline shows USPS making payments of \$5.7 billion in 2015 and \$5.8 billion in 2016 as required, the adjusted baseline assumes USPS would not have the resources to make those payments and would likely default absent legislative action. While defaulted payments remain as outstanding statutory liabilities, any default amount is factored into the 40-year amortization schedule mentioned above.

*Discretionary spending.*—Discretionary programs differ in one important aspect from direct spending programs: the Congress provides spending authority for almost all discretionary programs one year at a time. The spending authority is normally provided in the form of annual appropriations. Absent appropriations of additional funds in the future, discretionary programs would cease to operate after existing balances were spent. If the baseline were intended strictly to reflect current law, then a baseline would reflect only the expenditure of remaining balances from appropriations laws already enacted. Instead, the BBEDCA baseline provides a mechanical definition to reflect the continuing costs of discretionary programs. Under BBEDCA, the baseline estimates for discretionary programs in the current year are based on that year's enacted appropriations.<sup>3</sup> For the budget year and beyond, the spending authority enacted in the current year is adjusted for inflation, using specified inflation rates.<sup>4</sup> The definition attempts to keep discretionary spending roughly level in real terms. The Administration's adjusted baseline makes the following modifications to the BBEDCA baseline:

- The adjusted baseline reflects the costs of continuing the annually appropriated portion of the Pell grant program for all eligible students at the maximum award amount of \$4,860 specified in existing appropriations. While the Pell program has traditionally been funded largely through discretionary appropriations, this baseline treatment reflects the reality that the program has effectively operated as

<sup>2</sup> For programs enacted since the Balanced Budget Act of 1997, programs that are explicitly temporary in nature expire in the baseline even if their current year outlays exceed the \$50 million threshold. For example, the Grants for Specified Energy Property in Lieu of Tax Credits enacted in the American Recovery and Reinvestment Act of 2009 are scheduled to expire in 2018 even though current year outlays are estimated to be over \$2 billion. In addition, if commodity price support programs typically funded in the Farm Bill expire, they are assumed to continue to operate in the same way they operated immediately before the expiration, even if the authority has lapsed at the time the baseline is prepared.

<sup>3</sup> When current year appropriations have not been enacted the BBEDCA requires the baseline estimates for discretionary spending and collections for the current year to be based on the levels provided in the full-year continuing resolution or the annualized level of the part-year continuing resolution. Consistent with this requirement, the discretionary baseline for the Department of Homeland Security was based on annualized estimates of the continuing resolution that was in effect for the agency at the time the Budget was prepared.

<sup>4</sup> The Administration's baseline uses the same inflation rates for discretionary spending as required by the BBEDCA, despite the fact that this allows for an overcompensation for Federal pay inherent in the BBEDCA definition. At the time the BEA was enacted, it failed to account for the nearly contemporaneous enactment of the Federal Employees Compensation Act of 1991 that shifted the effective date of Federal employee pay raises from October to January. This oversight was not corrected when the baseline definition was reinstated by the BCA amendments to BBEDCA. Correcting for this error would have only a small effect on the discretionary baseline.

**Table 25-1. CATEGORY TOTALS FOR THE ADJUSTED BASELINE**

(In billions of dollars)

	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025
Receipts .....	3,021	3,175	3,430	3,577	3,743	3,910	4,094	4,308	4,530	4,753	4,981	5,206
Outlays:												
Discretionary:												
Defense .....	596	589	598	613	615	621	634	645	697	728	749	769
Non-defense .....	525	558	541	535	534	540	549	560	594	617	634	649
Subtotal, discretionary .....	1,121	1,147	1,139	1,148	1,150	1,161	1,183	1,206	1,291	1,344	1,383	1,418
Mandatory:												
Social Security .....	845	891	938	991	1,051	1,116	1,184	1,253	1,325	1,402	1,483	1,569
Medicare .....	505	529	585	596	608	675	727	782	875	906	934	1,038
Medicaid and CHIP .....	311	339	358	369	387	409	429	452	478	506	537	573
Other mandatory .....	495	616	655	649	666	714	742	771	816	812	814	892
Subtotal, mandatory .....	2,156	2,375	2,537	2,605	2,712	2,914	3,081	3,258	3,495	3,627	3,768	4,072
Disaster costs <sup>1</sup> .....		2	6	8	8	9	9	10	10	10	10	10
Net interest .....	229	229	283	364	429	493	560	619	681	744	801	857
Total, outlays .....	3,506	3,753	3,964	4,124	4,299	4,577	4,834	5,093	5,477	5,725	5,963	6,357
Unified deficit(+)/surplus(-) .....	485	578	535	547	556	666	739	785	947	973	981	1,151
(On-budget) .....	(514)	(590)	(532)	(535)	(527)	(617)	(662)	(692)	(833)	(829)	(809)	(943)
(Off-budget) .....	(-30)	(-12)	(3)	(12)	(30)	(49)	(78)	(93)	(114)	(144)	(173)	(208)
Memorandum:												
BBEDCA baseline deficit .....	485	565	544	594	617	711	785	835	945	953	956	1,093
Adjustments for current policy .....		11	15	7	9	32	35	36	37	37	38	38
Set discretionary budget authority at cap levels <sup>2</sup> .....			28	34	36	36	35	33	32	33	33	34
Reflect Joint Committee enforcement .....			-56	-89	-103	-106	-107	-108	-55	-38	-33	-3
Remove non-recurring emergency costs .....			-3	-6	-9	-12	-12	-13	-13	-14	-14	-14
Add placeholder for future emergency costs .....		2	6	8	8	9	9	10	10	10	10	10
Related debt service .....		*	*	-*	-2	-4	-6	-8	-9	-9	-8	-6
Adjusted baseline deficit .....	485	578	535	547	556	666	739	785	947	973	981	1,151

\* \$500 million or less.

<sup>1</sup> These amounts represent the probability of major disasters requiring Federal assistance for relief and reconstruction. Such assistance might be provided in the form of discretionary or mandatory outlays or tax relief. These amounts are included as outlays for convenience.<sup>2</sup> Includes cap adjustments for program integrity.

an entitlement, in which funding is provided to meet the specified award level for all eligible students.

- The adjusted baseline includes allowances to comply with the discretionary “caps” enacted in BBEDCA, which limit the amount of discretionary budget authority that can be provided through the annual appropriations process. The current caps were initially established by the BCA and later amended for 2013, 2014, and 2015 by ATRA and the Bipartisan Budget Act of 2013. (Chapter 9 of this volume, “Budget Concepts,” provides more information on the effects of BBEDCA, as amended by the BCA and subsequent legislation.)
- The BBEDCA caps allow for adjustments for disaster relief spending and for emergency requirements.<sup>5</sup> The adjusted baseline does not reflect funding under the disaster relief or emergency cap adjustments beyond what has already been enacted for 2015. While

the BBEDCA baseline projects forward the \$5.7 billion of enacted or continuing disaster relief funding for the Departments of Agriculture and Homeland Security in 2015, increased by the BBEDCA inflation rates, the adjusted baseline removes this extrapolation. This same treatment is given to the \$5.4 billion of enacted emergency funding provided to the Departments of Defense, Health and Human Services, and State for response and preparedness efforts to the outbreak of the Ebola virus in West Africa.

*Reclassification of transportation spending.* — To provide an appropriate baseline for assessing the budgetary impact of the Administration’s proposal for surface transportation and rail reauthorization, the adjusted baseline reclassifies surface transportation spending from discretionary to mandatory. The Administration requests to fund the proposal with mandatory contract authority (with associated mandatory outlays) out of a new Transportation Trust Fund (formerly Highway Trust Fund). The reclassification, which is a zero-sum shift of outlays from the discretionary category to the mandatory category, provides a more transparent presentation of the difference between baseline levels and the surface trans-

<sup>5</sup> The BBEDCA caps also allow for adjustments for Overseas Contingency Operations (OCO) and program integrity activities. The adjusted baseline for OCO is identical to the BBEDCA baseline, reflecting 2014 enacted funding for OCO inflated at the specified inflation rates. The adjusted baseline also reflects the BBEDCA cap adjustment for Social Security program integrity in 2016, and for Health Care Fraud and Abuse Control program integrity for 2016 onward.



portation and rail proposal, and allows accounting for the proposal under the PAYGO system of budget enforcement.

**Disaster funding.** — An allowance for the possible costs of major natural or man-made disasters during the remainder of 2015 and in subsequent years is assumed in the adjusted baseline to make budget totals more realistic. Baselines would be more meaningful if they did not project forward whatever disaster funding happened to have been provided in the current year. Rather, baselines should replace the projection of enacted current-year funding—which might be unusually low or unusually high—with plausible estimates of future costs.

**Joint Committee Enforcement.** — Because the Joint Select Committee process under Title IV of the BCA did not result in enactment of legislation that reduced the deficit by at least \$1.2 trillion, the BCA stipulated that, absent intervening legislation, enforcement procedures would be invoked on an annual basis to reduce the levels of discretionary and mandatory spending to accomplish deficit reduction. The BBEDCA baseline includes the effects of the across-the-board reductions (“sequestration”) already invoked by Joint Committee sequestration orders for 2013, 2014, and 2015, as well as the mandatory sequestration order for 2016 issued with the transmittal of the 2016 Budget.<sup>6</sup> Further Joint Committee enforcement—consisting of discretionary cap reductions for

2016 and mandatory sequestration and discretionary cap reductions for 2017 through 2021—are reflected as adjustments to the BBEDCA baseline in the form of an allowance in the amount of the required reductions. Pursuant to the BBA and P.L. 113-82, commonly referred to as the Military Retired Pay Restoration Act, the adjusted baseline also includes the extension of mandatory sequestration through 2024 at the rate required for 2021 by the BCA.<sup>7</sup>

### Economic Assumptions

As discussed above, an important purpose of the baseline is to serve as a benchmark against which policy proposals are measured. However, this purpose is achieved only if the policies and the baseline are constructed under the same set of economic and technical assumptions. For this reason, the Administration uses the same assumptions—for example, the same inflation assumptions—in preparing its current service estimates and its Budget. These assumptions are based on enactment of the President’s Budget proposals.

The economy and the budget interact. Changes in economic conditions significantly alter the estimates of

<sup>6</sup> The effects of past sequestration reductions are reflected in the detailed schedules for the affected budget accounts, while the 2016 reductions are reflected in an allowance due to the timing of the preparation of the detailed budget estimates and the issuance of the sequestration order.

<sup>7</sup> Subsequent legislation also specified that, notwithstanding the 2 percent limit on Medicare sequestration in the BCA, in extending sequestration into 2023 the reduction in the Medicare program should be 2.90 percent for the first half of the sequestration period and 1.11 percent for the second half of the period, and in extending sequestration into 2024 the reduction in the Medicare program should be 4.0 percent for the first half of the sequestration period and zero for the second half of the period.

**Table 25–2. SUMMARY OF ECONOMIC ASSUMPTIONS**

(Fiscal years; in billions of dollars)

	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025
Gross Domestic Product (GDP):												
Levels, in billions of dollars:												
Current dollars .....	17,244.0	17,985.0	18,818.6	19,708.6	20,616.8	21,539.9	22,476.4	23,454.0	24,474.1	25,538.6	26,649.3	27,808.3
Real, chained (2009) dollars .....	15,974.8	16,430.4	16,923.3	17,411.8	17,868.8	18,302.0	18,722.9	19,153.5	19,594.0	20,044.7	20,505.7	20,977.3
Percent change, year over year:												
Current dollars .....	4.0	4.3	4.6	4.7	4.6	4.5	4.3	4.3	4.3	4.3	4.3	4.3
Real, chained (2009) dollars .....	2.5	2.9	3.0	2.9	2.6	2.4	2.3	2.3	2.3	2.3	2.3	2.3
Inflation measures (percent change, year over year):												
GDP chained price index .....	1.5	1.4	1.6	1.8	1.9	2.0	2.0	2.0	2.0	2.0	2.0	2.0
Consumer price index (all urban) .....	1.5	1.3	1.9	2.1	2.2	2.3	2.3	2.3	2.3	2.3	2.3	2.3
Unemployment rate, civilian (percent) .....	6.5	5.5	5.1	4.9	4.8	4.9	5.1	5.2	5.2	5.2	5.2	5.2
Interest rates (percent):												
91-day Treasury bills .....	0.0	0.2	1.2	2.3	2.8	3.1	3.3	3.4	3.4	3.5	3.5	3.5
10-year Treasury notes .....	2.7	2.6	3.2	3.6	3.9	4.2	4.4	4.5	4.5	4.5	4.5	4.5
MEMORANDUM:												
Related program assumptions:												
Automatic benefit increases (percent):												
Social security and veterans pensions .....	1.5	1.7	1.3	1.9	2.2	2.3	2.3	2.3	2.3	2.3	2.3	2.3
Federal employee retirement .....	1.5	1.7	1.3	1.9	2.2	2.3	2.3	2.3	2.3	2.3	2.3	2.3
Supplemental Nutrition Assistance Program <sup>1</sup> .....	0.7	2.8	1.3	1.9	2.1	2.2	2.3	2.3	2.3	2.3	2.3	2.3
Insured unemployment rate .....	2.1	1.9	1.8	1.8	1.7	1.7	1.8	1.8	1.8	1.8	1.8	1.8

<sup>1</sup> Enhanced Thrifty Food Plan (TFP) benefits provided by the Recovery Act (P.L. 111-5) expired on October 31, 2013. Benefits have now returned to regular levels and will be updated annually based on the TFP from the preceding June.

tax receipts, unemployment benefits, entitlement payments that receive automatic cost-of-living adjustments (COLAs), income support programs for low-income individuals, and interest on the Federal debt. In turn, Government tax and spending policies influence prices, economic growth, consumption, savings, and investment. Because of these interactions, it would be reasonable, from an economic perspective, to assume different economic paths for the baseline projection and the President's Budget. However, this would diminish the value of the baseline estimates as a benchmark for measuring proposed policy changes, because it would then be difficult to separate the effects of proposed policy changes from the effects of different economic assumptions. Using the same economic assumptions for the baseline and the President's Budget eliminates this potential source of confusion. The economic assumptions underlying the Budget and the Administration's baseline are summarized in Table 25-2. The economic outlook underlying these assumptions is discussed in greater detail in Chapter 2, "Economic Assumptions and Interactions with the Budget," of this volume.

### Major Programmatic Assumptions

In addition to the baseline adjustments described earlier in this chapter, a number of programmatic assumptions must be made to calculate the baseline estimates. These include assumptions about annual cost-of-living adjustments in the indexed programs and the number of beneficiaries who will receive payments from the major benefit programs. Assumptions about various automatic cost-of-living-adjustments are shown in Table 25-2, and assumptions about baseline caseload projections for the major benefit programs are shown in Table 25-3. These assumptions affect baseline estimates of direct spending for each of these programs, and they also affect estimates of the discretionary baseline for a limited number of programs. For Pell Grants and the administrative expenses for Medicare, Railroad Retirement, and unemployment insurance, the discretionary baseline is increased (or decreased) for changes in the number of beneficiaries in addition to the adjustments for inflation described earlier.<sup>8</sup>

It is also necessary to make assumptions about the continuation of expiring programs and provisions. As explained above, in the baseline estimates provided here,

expiring excise taxes dedicated to a trust fund are extended at current rates. In general, mandatory programs with spending of at least \$50 million in the current year are also assumed to continue, unless the programs are explicitly temporary in nature. Table 25-4, available on the Internet at [www.budget.gov/budget/Analytical\\_Perspectives](http://www.budget.gov/budget/Analytical_Perspectives) and on the Budget CD-ROM, provides a listing of mandatory programs and taxes assumed to continue in the baseline after their expiration.<sup>9</sup> Many other important assumptions must be made in order to calculate the baseline estimates. These include assumptions about the timing and substance of regulations that will be issued over the projection period, the use of administrative discretion provided under current law, and other assumptions about the way programs operate. Table 25-4 lists many of these assumptions and their effects on the baseline estimates. It is not intended to be an exhaustive listing; the variety and complexity of Government programs are too great to provide a complete list. Instead, some of the more important assumptions are shown.

### Current Services Receipts, Outlays, and Budget Authority

*Receipts.*—Table 25-5 shows the Administration's baseline receipts by major source. Table 25-6 shows the scheduled increases in the Social Security taxable earnings base, which affect both payroll tax receipts for the program and the initial benefit levels for certain retirees.

*Outlays.*—Table 25-7 shows the growth from 2015 to 2016 and average annual growth over the five-year and ten-year periods for certain discretionary and major mandatory programs. Tables 25-8 and 25-9 show the Administration's baseline outlays by function and by agency, respectively. A more detailed presentation of these outlays (by function, category, subfunction, and program) is available on the Internet as part of Table 25-12 at [www.budget.gov/budget/Analytical\\_Perspectives](http://www.budget.gov/budget/Analytical_Perspectives) and on the Budget CD-ROM.

*Budget authority.*—Tables 25-10 and 25-11 show estimates of budget authority in the Administration's baseline by function and by agency, respectively. A more detailed presentation of this budget authority with program level estimates is also available on the Internet as part of Table 25-12 at [www.budget.gov/budget/Analytical\\_Perspectives](http://www.budget.gov/budget/Analytical_Perspectives) and on the Budget CD-ROM.

<sup>8</sup> Although these adjustments are applied at the account level, they have no effect in the aggregate because discretionary baseline levels are constrained to the BBEDCA caps.

<sup>9</sup> All discretionary programs with enacted non-emergency, non-disaster appropriations in the current year and the 2015 costs for overseas contingency operations in Iraq and Afghanistan and other recurring international activities are assumed to continue, and are therefore not presented in Table 25-4.

**Table 25–3. BASELINE BENEFICIARY PROJECTIONS FOR MAJOR BENEFIT PROGRAMS**

(Annual average, in thousands)

	Actual 2014	Estimate										
		2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025
Farmers receiving Federal payments .....	747	1,159	1,153	1,147	1,141	1,135	1,129	1,123	1,117	1,111	1,105	1,099
Federal direct student loans .....	10,207	10,109	10,445	10,733	11,035	11,389	11,738	12,118	12,521	12,943	13,385	13,846
Federal Pell Grants .....	8,173	8,237	8,411	8,566	8,705	8,877	8,998	9,119	9,232	9,367	9,503	9,652
Medicaid/Children's Health Insurance Program .....	70,306	74,674	78,788	78,638	79,404	80,060	81,063	81,595	82,143	82,674	83,172	83,679
Medicare-eligible military retiree health benefits .....	2,291	2,348	2,375	2,403	2,426	2,452	2,478	2,505	2,533	2,533	2,533	2,533
Medicare:												
Hospital insurance .....	53,155	55,000	56,687	58,312	60,031	61,818	63,650	65,507	67,390	69,286	71,158	73,018
Supplementary medical insurance:												
Part B .....	49,000	50,431	51,820	53,233	54,728	56,287	57,901	59,536	61,200	62,886	64,543	66,190
Part D .....	40,127	41,780	43,321	44,846	46,206	47,544	48,975	50,409	51,852	53,304	54,738	56,163
Prescription Drug Plans and Medicare Advantage:												
Prescription Drug Plans .....	37,321	39,570	41,579	43,492	45,113	46,616	48,065	49,472	50,888	52,314	53,721	55,120
Retiree Drug Subsidy .....	2,806	2,209	1,741	1,354	1,093	927	910	937	963	990	1,017	1,044
Managed Care Enrollment <sup>1</sup> .....	15,877	17,066	18,088	19,001	19,722	20,490	21,346	22,195	23,027	23,788	24,494	25,201
Railroad retirement .....	530	529	526	522	519	514	508	502	495	486	478	469
Federal civil service retirement .....	2,616	2,628	2,642	2,657	2,674	2,693	2,713	2,734	2,755	2,776	2,791	2,807
Military retirement .....	2,262	2,272	2,282	2,293	2,302	2,311	2,321	2,331	2,343	2,354	2,383	2,389
Unemployment insurance .....	7,366	7,041	7,224	7,251	7,324	7,423	7,512	7,614	7,596	7,608	7,625	7,652
Supplemental Nutrition Assistance Program (formerly Food Stamps) .....	46,543	46,314	45,716	44,557	43,215	41,689	39,069	37,231	35,959	35,053	33,945	33,037
Child nutrition .....	34,365	34,411	34,736	35,009	35,287	35,569	35,855	36,146	36,442	36,743	37,048	37,359
Foster care, Adoption Assistance and Guardianship Assistance .....	614	622	638	656	668	681	694	707	720	735	750	765
Supplemental security income (SSI):												
Aged .....	1,094	1,098	1,104	1,113	1,125	1,139	1,156	1,173	1,191	1,210	1,231	1,254
Blind/disabled .....	7,077	7,122	7,132	7,139	7,134	7,139	7,167	7,184	7,207	7,239	7,277	7,319
Total, SSI .....	8,171	8,220	8,236	8,252	8,259	8,278	8,323	8,357	8,398	8,449	8,508	8,573
Child care and development fund <sup>2</sup> .....	2,066	2,095	2,041	1,975	1,925	1,878	1,825	1,779	1,734	1,691	1,648	1,606
Social security (OASDI):												
Old age and survivors insurance .....	47,270	48,822	50,443	52,118	53,835	55,579	57,338	58,913	60,508	62,117	63,738	65,286
Disability insurance .....	10,969	11,020	11,068	11,128	11,189	11,257	11,330	11,460	11,601	11,725	11,820	11,920
Total, OASDI .....	58,239	59,842	61,511	63,246	65,024	66,836	68,668	70,373	72,109	73,842	75,558	77,206
Veterans compensation:												
Veterans .....	3,854	4,073	4,300	4,477	4,617	4,747	4,873	4,996	5,115	5,231	5,344	5,454
Survivors (non-veterans) .....	381	388	400	415	431	448	465	484	503	523	543	564
Total, Veterans compensation .....	4,235	4,461	4,700	4,892	5,048	5,195	5,338	5,480	5,618	5,754	5,887	6,018
Veterans pensions:												
Veterans .....	308	306	306	306	307	307	307	308	308	308	309	309
Survivors (non-veterans) .....	213	214	216	218	219	221	223	224	226	228	229	231
Total, Veterans pensions .....	521	520	522	524	526	528	530	532	534	536	538	540

<sup>1</sup> Enrollment figures include only beneficiaries who receive both Part A and Part B services through managed care.<sup>2</sup> These levels include children served through CCDF (including TANF transfers) and through funds spent directly on child care in the Social Services Block Grant and TANF programs. The Budget proposes to extend and expand the Child Care and Development Fund, which would increase the number of beneficiaries each year beginning in 2016, raising the total number of beneficiaries to more than 3 million in 2025.



(In billions of dollars)

	2014 Actual	Estimate										
		2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025
Individual income taxes .....	1,394.6	1,477.1	1,609.6	1,706.8	1,814.3	1,914.7	2,026.1	2,145.9	2,271.2	2,399.6	2,529.1	2,660.9
Corporation income taxes .....	320.7	341.7	433.5	434.2	441.4	447.8	454.8	465.7	481.4	495.8	509.7	521.1
Social insurance and retirement receipts .....	1,023.5	1,065.0	1,105.7	1,159.9	1,213.6	1,264.9	1,316.1	1,385.3	1,452.3	1,517.2	1,586.7	1,653.4
(On-budget) .....	(287.9)	(299.4)	(308.4)	(320.7)	(333.8)	(344.6)	(357.7)	(375.1)	(392.2)	(409.9)	(427.9)	(445.5)
(Off-budget) .....	(735.6)	(765.6)	(797.3)	(839.2)	(879.9)	(920.3)	(958.4)	(1,010.2)	(1,060.1)	(1,107.2)	(1,158.8)	(1,207.9)
Excise taxes .....	93.4	95.9	100.3	105.1	107.3	109.2	111.6	114.6	117.7	121.1	124.9	129.4
Estate and gift taxes .....	19.3	19.7	21.3	22.8	24.1	25.6	27.0	28.7	30.3	32.2	34.2	36.4
Customs duties .....	33.9	36.8	39.0	42.2	45.1	47.6	50.0	52.7	55.5	58.5	61.5	64.7
Miscellaneous receipts .....	136.1	138.9	120.2	106.4	97.1	100.5	108.8	115.0	121.3	128.2	134.9	139.8
<b>Total, receipts .....</b>	<b>3,021.5</b>	<b>3,175.1</b>	<b>3,429.6</b>	<b>3,577.4</b>	<b>3,743.0</b>	<b>3,910.4</b>	<b>4,094.3</b>	<b>4,307.8</b>	<b>4,529.8</b>	<b>4,752.5</b>	<b>4,981.2</b>	<b>5,205.7</b>
(On-budget) .....	(2,285.9)	(2,409.5)	(2,632.3)	(2,738.2)	(2,863.1)	(2,990.1)	(3,135.9)	(3,297.6)	(3,469.8)	(3,645.3)	(3,822.4)	(3,997.8)
(Off-budget) .....	(735.6)	(765.6)	(797.3)	(839.2)	(879.9)	(920.3)	(958.4)	(1,010.2)	(1,060.1)	(1,107.2)	(1,158.8)	(1,207.9)

(In billions of dollars)

[illegible]

**Table 25–7. CHANGE IN OUTLAY ESTIMATES BY CATEGORY IN THE ADJUSTED BASELINE**

(In billions of dollars)

	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	Change 2015 to 2016		Change 2015 to 2020		Change 2015 to 2025	
												Amount	Percent	Amount	Average annual rate	Amount	Average annual rate
<b>Outlays:</b>																	
Discretionary:																	
Defense .....	589	598	613	615	621	634	645	697	728	749	769	9	1.6%	45	1.5%	180	2.7%
Non-defense .....	558	541	535	534	540	549	560	594	617	634	649	–18	–3.1%	–9	–0.3%	91	1.5%
Subtotal, discretionary .....	1,147	1,139	1,148	1,150	1,161	1,183	1,206	1,291	1,344	1,383	1,418	–8	–0.7%	36	0.6%	271	2.1%
Mandatory:																	
Farm programs .....	15	17	21	19	15	14	16	16	16	16	16	2	14.3%	–1	–1.7%	1	0.5%
GSE support .....	–26	–23	–22	–22	–19	–18	–16	–14	–13	–13	–12	3	–11.8%	8	–7.2%	13	–7.2%
Medicaid .....	329	344	364	382	403	423	447	473	501	531	567	16	4.8%	95	5.2%	238	5.6%
Other health care .....	85	102	108	129	146	153	159	166	174	182	189	17	19.5%	68	12.5%	104	8.3%
Medicare .....	529	585	596	608	675	727	782	875	906	934	1,038	55	10.5%	198	6.6%	508	7.0%
Federal employee retirement and disability .....	138	146	146	145	154	159	164	174	174	174	184	8	5.8%	21	2.8%	46	2.9%
Unemployment compensation ....	38	35	36	37	38	40	42	44	45	47	49	–3	–7.1%	2	1.0%	11	2.5%
Other income security programs	278	284	284	282	291	293	298	309	308	308	319	6	2.0%	15	1.1%	41	1.4%
Social Security .....	891	938	991	1,051	1,116	1,184	1,253	1,325	1,402	1,483	1,569	48	5.3%	293	5.8%	678	5.8%
Veterans programs .....	97	112	108	103	117	123	130	146	145	143	162	15	15.7%	27	5.0%	65	5.3%
Other mandatory programs .....	135	96	78	77	78	86	88	89	79	77	109	–38	–28.4%	–49	–8.6%	–25	–2.1%
Undistributed offsetting receipts ..	–133	–101	–104	–99	–100	–103	–106	–108	–111	–114	–118	33	–24.6%	30	–5.0%	16	–1.2%
Subtotal, mandatory .....	2,375	2,537	2,605	2,712	2,914	3,081	3,258	3,495	3,627	3,768	4,072	161	6.8%	706	5.3%	1,696	5.5%
Disaster costs <sup>1</sup> .....	2	6	8	8	9	9	10	10	10	10	10	4	193.3%	8	38.0%	8	18.2%
Net interest .....	229	283	364	429	493	560	619	681	744	801	857	54	23.7%	330	19.5%	628	14.1%
<b>Total, outlays .....</b>	<b>3,753</b>	<b>3,964</b>	<b>4,124</b>	<b>4,299</b>	<b>4,577</b>	<b>4,834</b>	<b>5,093</b>	<b>5,477</b>	<b>5,725</b>	<b>5,963</b>	<b>6,357</b>	<b>211</b>	<b>5.6%</b>	<b>1,080</b>	<b>5.2%</b>	<b>2,603</b>	<b>5.4%</b>

<sup>1</sup> These amounts represent the statistical probability of a major disaster requiring federal assistance for relief and reconstruction. Such assistance might be provided in the form of discretionary or mandatory outlays or tax relief. These amounts are included as outlays for convenience.

**Table 25–8. OUTLAYS BY FUNCTION IN THE ADJUSTED BASELINE**

(In billions of dollars)

Function	2014 Actual	Estimate										
		2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025
National Defense:												
Department of Defense—Military .....	577.9	567.7	579.2	593.2	595.5	600.6	613.1	623.8	673.6	702.9	723.8	743.0
Other .....	25.6	29.9	28.8	29.2	28.7	29.3	29.8	30.4	32.6	33.8	34.6	35.3
Total, National Defense .....	603.5	597.6	608.0	622.4	624.2	629.9	642.9	654.1	706.2	736.7	758.4	778.4
International Affairs .....	46.7	55.0	54.4	56.7	56.9	57.8	59.0	60.1	61.3	62.0	62.7	64.0
General Science, Space, and Technology .....	28.6	29.8	30.7	31.9	31.3	31.9	32.4	33.1	34.2	34.8	35.4	36.2
Energy .....	5.3	9.9	5.9	4.8	2.7	2.8	4.8	2.7	3.5	3.6	3.8	4.4
Natural Resources and Environment .....	36.2	41.7	43.7	42.1	43.4	43.7	44.5	44.6	45.5	46.2	47.0	46.7
Agriculture .....	24.4	21.8	23.3	27.6	26.0	21.3	20.3	23.0	23.3	23.3	23.2	23.3
Commerce and Housing Credit .....	–94.9	–27.8	–21.2	–27.8	–25.2	–21.1	–17.5	–8.6	–8.3	–12.0	–13.8	–14.9
On-Budget .....	(–92.3)	(–28.1)	(–21.6)	(–28.0)	(–25.5)	(–21.4)	(–17.8)	(–8.9)	(–8.6)	(–12.3)	(–14.1)	(–15.2)
Off-Budget .....	(–2.5)	(0.2)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)
Transportation .....	91.9	93.5	96.7	96.5	95.7	95.5	96.6	97.1	99.0	101.5	105.1	107.2
Community and Regional Development .....	20.7	27.1	20.2	19.2	17.9	14.6	13.4	13.2	13.3	13.1	13.3	13.4
Education, Training, Employment, and Social Services .....	90.6	136.8	102.7	104.9	109.1	112.7	116.3	119.2	121.4	123.2	124.7	127.4
Health .....	409.4	473.6	506.8	534.3	573.8	613.3	641.3	671.8	706.9	743.9	784.4	828.5
Medicare .....	511.7	535.8	591.3	602.4	614.6	681.8	734.4	789.7	882.9	914.2	941.7	1,046.1
Income Security .....	513.6	521.8	532.6	532.3	532.0	553.3	563.5	576.7	600.5	603.1	605.5	630.8
Social Security .....	850.5	896.3	944.1	996.3	1,056.5	1,121.1	1,189.1	1,258.2	1,330.9	1,407.9	1,489.7	1,575.6
On-Budget .....	(25.9)	(31.1)	(36.0)	(39.4)	(42.7)	(46.5)	(50.4)	(54.4)	(58.6)	(63.1)	(68.0)	(73.2)
Off-Budget .....	(824.6)	(865.2)	(908.1)	(956.9)	(1,013.7)	(1,074.6)	(1,138.7)	(1,203.9)	(1,272.2)	(1,344.8)	(1,421.6)	(1,502.4)
Veterans Benefits and Services .....	149.6	161.4	180.9	179.6	176.6	191.8	200.6	209.5	228.0	229.2	229.0	250.0
Administration of Justice .....	50.5	59.0	65.7	64.5	61.3	61.4	64.7	64.7	66.4	68.1	69.9	75.2
General Government .....	26.9	22.6	22.7	22.9	23.1	24.5	25.3	25.9	26.6	27.6	28.4	29.8
Net Interest .....	229.0	229.1	283.4	363.6	429.5	492.9	559.5	619.4	680.9	744.2	801.2	857.0
On-Budget .....	(329.2)	(325.2)	(375.1)	(453.0)	(516.3)	(579.8)	(643.1)	(700.8)	(758.7)	(816.7)	(869.5)	(920.2)
Off-Budget .....	(–100.3)	(–96.0)	(–91.7)	(–89.4)	(–86.9)	(–86.9)	(–83.5)	(–81.4)	(–77.8)	(–72.5)	(–68.3)	(–63.2)
Allowances .....		1.9	–26.8	–46.2	–50.8	–52.7	–54.4	–56.2	–37.5	–34.2	–33.0	–4.6
Undistributed Offsetting Receipts:												
Employer share, employee retirement (on-budget) .....	–63.6	–65.5	–67.5	–70.6	–72.0	–73.7	–75.5	–77.5	–79.5	–81.4	–83.6	–85.8
Employer share, employee retirement (off-budget) .....	–15.7	–16.0	–16.4	–17.0	–17.6	–18.4	–19.2	–20.0	–20.9	–21.6	–22.3	–23.3
Rents and royalties on the Outer Continental Shelf .....	–7.5	–6.4	–7.4	–7.6	–7.6	–7.9	–8.0	–7.8	–7.8	–7.9	–8.2	–8.7
Sale of major assets .....												
Other undistributed offsetting receipts .....	–1.2	–45.5	–9.3	–8.8	–2.0		–0.3	–0.3	–0.2	–0.1		
Total, Undistributed Offsetting Receipts .....	–88.0	–133.5	–100.6	–104.0	–99.2	–100.0	–103.0	–105.6	–108.3	–111.1	–114.1	–117.8
On-Budget .....	(–72.3)	(–117.4)	(–84.2)	(–87.0)	(–81.6)	(–81.6)	(–83.8)	(–85.6)	(–87.4)	(–89.5)	(–91.8)	(–94.5)
Off-Budget .....	(–15.7)	(–16.0)	(–16.4)	(–17.0)	(–17.6)	(–18.4)	(–19.2)	(–20.0)	(–20.9)	(–21.6)	(–22.3)	(–23.3)
<b>Total .....</b>	<b>3,506.1</b>	<b>3,753.4</b>	<b>3,964.3</b>	<b>4,124.2</b>	<b>4,299.3</b>	<b>4,576.5</b>	<b>4,833.8</b>	<b>5,092.7</b>	<b>5,476.8</b>	<b>5,725.3</b>	<b>5,962.6</b>	<b>6,356.7</b>
(On-Budget) .....	(2,800.0)	(3,000.0)	(3,164.1)	(3,273.4)	(3,389.8)	(3,607.0)	(3,797.5)	(3,989.9)	(4,302.9)	(4,474.2)	(4,631.2)	(4,940.4)
(Off-Budget) .....	(706.1)	(753.4)	(800.3)	(850.8)	(909.5)	(969.5)	(1,036.3)	(1,102.8)	(1,173.8)	(1,251.0)	(1,331.4)	(1,416.2)

**Table 25–9. OUTLAYS BY AGENCY IN THE ADJUSTED BASELINE**

(In billions of dollars)

Agency	2014 Actual	Estimate										
		2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025
Legislative Branch .....	4.2	4.9	4.7	4.8	4.9	5.0	5.2	5.3	5.5	5.6	5.8	5.9
Judicial Branch .....	6.9	7.6	7.7	7.8	8.0	8.3	8.5	8.7	9.0	9.2	9.5	9.8
Agriculture .....	141.8	147.3	149.2	153.8	153.5	149.7	147.5	150.3	151.8	153.7	154.1	154.8
Commerce .....	7.9	10.0	9.9	8.2	10.5	11.4	11.6	11.9	11.2	10.8	11.1	11.3
Defense—Military Programs .....	577.9	567.7	585.8	602.0	605.0	611.0	624.1	635.5	652.9	669.5	686.4	703.3
Education .....	59.6	103.3	69.7	71.6	75.2	78.4	81.5	83.8	85.4	86.5	87.4	89.4
Energy .....	23.6	30.1	27.4	27.5	26.7	27.2	28.3	27.7	28.2	28.8	29.2	29.8
Health and Human Services .....	936.0	1,007.8	1,081.1	1,101.5	1,130.2	1,221.3	1,295.1	1,374.1	1,494.5	1,555.7	1,616.6	1,758.7
Homeland Security .....	43.3	46.5	45.0	45.6	45.4	43.7	44.6	45.3	46.5	47.7	50.5	55.2
Housing and Urban Development .....	38.5	42.4	41.8	40.8	40.1	39.5	38.6	38.5	38.4	38.1	38.2	38.2
Interior .....	11.3	13.0	13.5	13.4	13.9	14.0	14.3	14.6	14.9	15.0	15.0	15.2
Justice .....	28.6	36.1	40.6	39.0	35.1	34.7	37.2	36.4	37.4	38.3	39.1	40.1
Labor .....	56.8	52.8	47.5	48.0	49.0	51.1	53.9	56.8	59.0	61.5	63.8	66.5
State .....	27.5	30.5	29.7	30.9	31.0	31.4	31.9	32.4	32.8	33.5	34.2	35.0
Transportation .....	76.2	80.2	80.9	80.9	80.0	79.6	80.3	80.6	82.1	84.0	85.5	86.9
Treasury .....	446.9	506.4	578.9	671.6	757.3	844.9	922.5	997.7	1,068.5	1,138.6	1,202.9	1,264.4
Veterans Affairs .....	149.1	160.8	180.4	179.1	176.1	191.3	200.1	209.1	227.5	228.7	228.6	249.5
Corps of Engineers—Civil Works .....	6.5	7.5	8.0	7.6	7.5	7.3	7.3	6.9	7.0	7.1	7.2	6.8
Other Defense Civil Programs .....	57.4	59.7	63.8	61.5	59.8	66.2	67.6	69.2	77.7	74.1	70.8	81.7
Environmental Protection Agency .....	9.4	8.3	8.4	7.9	8.1	8.3	8.6	8.9	9.3	9.5	9.7	10.0
Executive Office of the President .....	0.4	0.4	0.4	0.7	0.6	0.5	0.5	0.5	0.6	0.6	0.5	0.5
General Services Administration .....	–0.8	–1.2	–1.4	–1.1	–1.4	–0.6	–0.7	–0.7	–0.8	–0.7	–0.7	–0.7
International Assistance Programs .....	18.7	24.0	24.9	26.0	26.0	26.5	27.2	27.8	28.5	28.5	28.5	29.0
National Aeronautics and Space Administration ..	17.1	18.1	18.6	18.8	19.1	19.5	20.0	20.4	20.9	21.2	21.7	22.2
National Science Foundation .....	7.1	7.1	7.4	8.5	7.5	7.6	7.6	7.7	8.2	8.4	8.6	8.8
Office of Personnel Management .....	87.9	90.8	93.1	96.4	99.7	103.6	107.5	111.5	116.1	120.5	125.4	129.1
Small Business Administration .....	0.2	–0.6	1.0	0.9	0.9	1.0	1.0	1.0	1.1	1.1	1.1	1.1
Social Security Administration .....	905.8	953.8	1,007.2	1,055.8	1,114.3	1,185.8	1,256.1	1,327.3	1,407.5	1,481.7	1,560.0	1,653.8
On-Budget .....	(81.2)	(88.6)	(99.1)	(98.9)	(100.5)	(111.2)	(117.4)	(123.5)	(135.2)	(136.9)	(138.3)	(151.4)
Off-Budget .....	(824.6)	(865.2)	(908.1)	(956.9)	(1,013.7)	(1,074.6)	(1,138.7)	(1,203.9)	(1,272.2)	(1,344.8)	(1,421.6)	(1,502.4)
Other Independent Agencies .....	6.6	20.5	19.8	19.1	19.0	20.9	24.1	31.1	32.5	29.9	29.0	29.1
On-Budget .....	(9.1)	(20.3)	(19.5)	(18.8)	(18.7)	(20.6)	(23.8)	(30.8)	(32.2)	(29.6)	(28.7)	(28.8)
Off-Budget .....	(–2.5)	(0.2)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)
Allowances .....	.....	1.9	–33.6	–55.3	–60.6	–63.5	–65.8	–68.4	–15.6	0.9	6.3	37.2
Undistributed Offsetting Receipts .....	–246.2	–284.4	–247.4	–249.2	–243.1	–249.0	–252.4	–259.2	–261.5	–262.9	–263.3	–266.2
On-Budget .....	(–130.2)	(–172.3)	(–139.3)	(–142.8)	(–138.6)	(–143.6)	(–149.6)	(–157.8)	(–162.8)	(–168.8)	(–172.7)	(–179.8)
Off-Budget .....	(–116.0)	(–112.0)	(–108.1)	(–106.4)	(–104.5)	(–105.4)	(–102.7)	(–101.4)	(–98.7)	(–94.1)	(–90.6)	(–86.5)
<b>Total .....</b>	<b>3,506.1</b>	<b>3,753.4</b>	<b>3,964.3</b>	<b>4,124.2</b>	<b>4,299.3</b>	<b>4,576.5</b>	<b>4,833.8</b>	<b>5,092.7</b>	<b>5,476.8</b>	<b>5,725.3</b>	<b>5,962.6</b>	<b>6,356.7</b>
(On-Budget) .....	(2,800.0)	(3,000.0)	(3,164.1)	(3,273.4)	(3,389.8)	(3,607.0)	(3,797.5)	(3,989.9)	(4,302.9)	(4,474.2)	(4,631.2)	(4,940.4)
(Off-Budget) .....	(706.1)	(753.4)	(800.3)	(850.8)	(909.5)	(969.5)	(1,036.3)	(1,102.8)	(1,173.8)	(1,251.0)	(1,331.4)	(1,416.2)

Table 25–10. BUDGET AUTHORITY BY FUNCTION IN THE ADJUSTED BASELINE

(In billions of dollars)												
Function	2014 Actual	Estimate										
		2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025
National Defense:												
Department of Defense—Military .....	595.7	569.3	568.9	583.0	596.7	610.8	625.7	640.4	709.1	726.3	744.0	762.3
Other .....	26.6	27.8	27.9	28.4	28.9	29.5	30.0	30.6	33.8	34.4	35.1	35.7
Total, National Defense .....	622.3	597.1	596.8	611.4	625.7	640.2	655.7	671.1	742.9	760.7	779.1	798.0
International Affairs .....	57.5	62.7	46.6	48.9	50.9	53.8	56.5	59.2	61.5	63.5	65.3	67.1
General Science, Space, and Technology .....	29.4	29.8	30.4	31.0	31.6	32.3	33.0	33.7	34.4	35.2	35.9	36.7
Energy .....	5.4	7.7	6.7	5.6	3.8	3.8	5.9	3.6	4.3	4.4	4.6	5.2
Natural Resources and Environment .....	37.7	37.2	38.7	39.8	41.2	42.2	43.8	44.7	44.9	46.0	46.9	48.0
Agriculture .....	24.5	24.3	27.1	28.0	26.4	21.7	20.8	23.6	23.8	23.8	23.8	23.9
Commerce and Housing Credit .....	–67.7	–6.4	–3.2	–8.8	–4.3	–0.1	2.8	5.5	7.8	9.0	10.2	11.3
On-Budget .....	(–67.7)	(–6.7)	(–3.7)	(–9.1)	(–4.6)	(–0.4)	(2.5)	(5.2)	(7.5)	(8.7)	(9.9)	(11.0)
Off-Budget .....	(–)	(0.3)	(0.5)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)
Transportation .....	87.0	85.9	87.9	89.7	91.6	93.7	95.9	97.9	100.2	102.4	106.3	108.8
Community and Regional Development .....	16.5	17.9	13.1	13.3	13.5	14.2	14.4	14.7	15.0	15.3	15.5	15.8
Education, Training, Employment, and Social Services .....	87.8	129.7	98.6	106.5	110.4	114.5	117.8	120.9	123.2	125.1	126.7	129.4
Health .....	416.6	483.7	507.7	538.8	573.6	613.2	652.4	673.2	708.8	745.5	785.7	827.6
Medicare .....	527.6	559.8	591.5	602.4	614.7	682.0	734.6	789.9	883.1	914.3	941.9	1,046.3
Income Security .....	526.0	519.8	531.4	536.7	543.3	560.7	571.9	585.1	602.9	611.5	620.7	639.6
Social Security .....	854.2	900.5	948.0	1,001.1	1,061.8	1,126.8	1,195.2	1,264.2	1,337.2	1,414.7	1,496.9	1,583.2
On-Budget .....	(25.8)	(31.0)	(36.0)	(39.4)	(42.7)	(46.5)	(50.4)	(54.4)	(58.6)	(63.1)	(68.0)	(73.2)
Off-Budget .....	(828.4)	(869.5)	(912.0)	(961.7)	(1,019.1)	(1,080.3)	(1,144.7)	(1,209.9)	(1,278.6)	(1,351.6)	(1,428.8)	(1,510.0)
Veterans Benefits and Services .....	166.2	160.6	166.0	177.3	185.7	194.5	203.4	212.6	222.5	232.7	243.2	254.8
Administration of Justice .....	55.7	55.9	71.1	60.6	60.2	61.9	63.5	65.2	66.9	68.7	70.5	75.7
General Government .....	31.2	22.9	24.2	24.2	24.8	25.5	26.1	26.8	27.5	28.3	28.9	29.6
Net Interest .....	229.0	229.1	283.4	363.6	429.5	492.9	559.5	619.4	680.9	744.2	801.2	857.0
On-Budget .....	(329.2)	(325.2)	(375.1)	(453.0)	(516.3)	(579.8)	(643.1)	(700.8)	(758.7)	(816.7)	(869.5)	(920.2)
Off-Budget .....	(–100.3)	(–96.0)	(–91.7)	(–89.4)	(–86.9)	(–86.9)	(–83.5)	(–81.4)	(–77.8)	(–72.5)	(–68.3)	(–63.2)
Allowances .....		7.5	–41.4	–58.1	–53.1	–53.9	–55.7	–58.1	–25.6	–26.5	–27.4	–3.3
Undistributed Offsetting Receipts:												
Employer share, employee retirement (on- budget) .....	–63.6	–65.5	–67.5	–70.6	–72.0	–73.7	–75.5	–77.5	–79.5	–81.4	–83.6	–85.8
Employer share, employee retirement (off- budget) .....	–15.7	–16.0	–16.4	–17.0	–17.6	–18.4	–19.2	–20.0	–20.9	–21.6	–22.3	–23.3
Rents and royalties on the Outer Continental Shelf .....	–7.5	–6.4	–7.4	–7.6	–7.6	–7.9	–8.0	–7.8	–7.8	–7.9	–8.2	–8.7
Sale of major assets .....												
Other undistributed offsetting receipts .....	–1.2	–45.5	–9.3	–8.8	–2.0		–0.3	–0.3	–0.2	–0.1		
Total, Undistributed Offsetting Receipts .....	–88.0	–133.5	–100.6	–104.0	–99.2	–100.0	–103.0	–105.6	–108.3	–111.1	–114.1	–117.8
On-Budget .....	(–72.3)	(–117.4)	(–84.2)	(–87.0)	(–81.6)	(–81.6)	(–83.8)	(–85.6)	(–87.4)	(–89.5)	(–91.8)	(–94.5)
Off-Budget .....	(–15.7)	(–16.0)	(–16.4)	(–17.0)	(–17.6)	(–18.4)	(–19.2)	(–20.0)	(–20.9)	(–21.6)	(–22.3)	(–23.3)
<b>Total .....</b>	<b>3,619.0</b>	<b>3,792.3</b>	<b>3,924.1</b>	<b>4,108.0</b>	<b>4,332.1</b>	<b>4,619.7</b>	<b>4,894.5</b>	<b>5,147.6</b>	<b>5,553.9</b>	<b>5,807.8</b>	<b>6,061.6</b>	<b>6,436.9</b>
On-Budget .....	(2,906.6)	(3,034.6)	(3,119.6)	(3,252.4)	(3,417.2)	(3,644.4)	(3,852.2)	(4,038.8)	(4,373.7)	(4,550.1)	(4,723.1)	(5,013.1)
Off-Budget .....	(712.4)	(757.7)	(804.5)	(855.6)	(914.9)	(975.2)	(1,042.3)	(1,108.7)	(1,180.2)	(1,257.8)	(1,338.6)	(1,423.8)
<b>MEMORANDUM</b>												
Discretionary Budget Authority:												
National Defense .....	606.2	586.2	588.6	602.8	617.1	631.5	647.0	662.5	733.7	751.5	769.8	788.5
International Affairs .....	50.9	53.4	54.5	55.6	56.8	58.0	59.2	60.5	61.8	63.1	64.5	65.9
Domestic .....	472.4	475.9	445.7	454.2	465.2	478.0	489.8	501.6	549.0	562.7	576.8	591.2
Total, Discretionary .....	1,129.5	1,115.5	1,088.8	1,112.6	1,139.1	1,167.5	1,196.0	1,224.5	1,344.6	1,377.4	1,411.1	1,445.7

\*\$50 million or less.



**Table 25–11. BUDGET AUTHORITY BY AGENCY IN THE ADJUSTED BASELINE**

(In billions of dollars)

Agency	2014 Actual	Estimate										
		2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025
Legislative Branch .....	4.5	4.5	4.6	4.8	4.9	5.1	5.2	5.3	5.5	5.7	5.8	6.0
Judicial Branch .....	7.3	7.5	7.7	7.9	8.1	8.4	8.7	8.9	9.2	9.4	9.7	10.0
Agriculture .....	157.5	151.3	156.9	159.3	158.7	155.0	153.4	157.1	157.5	159.6	160.0	161.5
Commerce .....	10.1	14.2	9.7	7.7	9.7	9.9	10.2	10.4	10.7	10.9	11.2	11.5
Defense—Military Programs .....	595.7	569.3	579.6	593.1	607.0	622.0	637.3	652.8	668.7	685.3	702.4	720.0
Education .....	55.2	97.5	65.9	73.2	76.5	79.9	82.6	85.1	86.8	88.0	88.9	91.0
Energy .....	22.2	25.7	27.1	27.5	27.4	27.8	29.3	28.3	28.9	29.4	30.0	30.7
Health and Human Services .....	961.0	1,043.0	1,081.1	1,104.7	1,128.4	1,220.7	1,305.3	1,374.7	1,495.8	1,556.6	1,617.5	1,757.8
Homeland Security .....	44.1	45.2	41.7	42.6	43.7	45.2	46.5	47.6	48.9	50.2	53.1	57.8
Housing and Urban Development .....	42.7	43.8	44.8	45.8	46.9	48.0	49.5	50.7	51.8	52.8	53.9	55.1
Interior .....	11.9	12.3	12.5	12.6	13.3	13.6	14.2	14.3	14.7	15.0	15.0	15.4
Justice .....	32.8	31.8	45.2	35.1	34.0	34.8	35.7	36.6	37.5	38.4	39.3	40.3
Labor .....	55.8	50.2	49.9	50.4	51.7	53.5	55.7	58.1	59.7	61.8	63.9	66.0
State .....	28.6	29.2	29.8	30.4	31.1	31.8	32.5	33.2	34.0	34.8	35.5	36.3
Transportation .....	71.3	72.1	73.6	75.0	76.4	78.0	79.6	81.3	83.0	84.7	86.5	88.3
Treasury .....	443.0	501.0	574.6	668.1	755.5	844.0	922.2	997.5	1,068.5	1,139.1	1,203.5	1,264.4
Veterans Affairs .....	165.7	160.2	165.5	176.8	185.3	194.0	203.0	212.1	222.0	232.2	242.7	254.4
Corps of Engineers—Civil Works .....	5.6	5.3	5.5	5.6	5.7	5.9	6.0	6.2	6.3	6.5	6.6	6.8
Other Defense Civil Programs .....	57.5	58.9	59.7	61.6	64.5	66.4	67.9	69.4	72.3	74.2	76.9	81.9
Environmental Protection Agency .....	9.1	8.0	8.2	8.4	8.6	8.8	9.1	9.3	9.5	9.8	10.0	10.2
Executive Office of the President .....	0.4	0.8	0.8	0.4	0.4	0.5	0.5	0.5	0.6	0.6	0.5	0.5
General Services Administration .....	1.9	–0.5	–0.5	–0.5	–0.5	–0.5	–0.5	–0.5	–0.5	–0.5	–0.5	–0.5
International Assistance Programs .....	28.0	32.9	16.7	18.2	19.6	21.7	23.7	25.7	27.1	28.3	29.3	30.3
National Aeronautics and Space Administration ..	17.6	18.0	18.4	18.7	19.2	19.6	20.0	20.5	21.0	21.4	21.9	22.4
National Science Foundation .....	7.3	7.4	7.6	7.7	7.9	8.0	8.2	8.3	8.5	8.7	8.9	9.0
Office of Personnel Management .....	89.7	92.2	95.2	98.9	102.7	106.9	111.0	115.2	119.7	124.3	128.9	132.4
Small Business Administration .....	0.1	–0.7	0.9	0.9	1.0	1.0	1.0	1.0	1.1	1.1	1.1	1.1
Social Security Administration .....	912.2	958.8	1,010.8	1,060.6	1,119.9	1,191.5	1,262.2	1,333.4	1,413.6	1,488.4	1,567.4	1,661.5
On-Budget .....	(83.7)	(89.3)	(98.8)	(98.9)	(100.8)	(111.2)	(117.4)	(123.5)	(135.0)	(136.9)	(138.6)	(151.5)
Off-Budget .....	(828.4)	(869.5)	(912.0)	(961.7)	(1,019.1)	(1,080.3)	(1,144.7)	(1,209.9)	(1,278.6)	(1,351.6)	(1,428.8)	(1,510.0)
Other Independent Agencies .....	26.4	29.3	30.5	30.2	31.3	32.5	34.8	34.7	36.4	37.3	38.4	39.7
On-Budget .....	(26.4)	(29.0)	(29.9)	(29.9)	(31.0)	(32.2)	(34.5)	(34.4)	(36.1)	(37.0)	(38.1)	(39.4)
Off-Budget .....	(–*)	(0.3)	(0.5)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)	(0.3)
Allowances .....		7.5	–52.4	–68.6	–63.8	–65.5	–67.7	–70.9	16.8	16.6	16.4	41.1
Undistributed Offsetting Receipts .....	–246.2	–284.4	–247.4	–249.2	–243.1	–249.0	–252.4	–259.2	–261.5	–262.9	–263.3	–266.2
On-Budget .....	(–130.2)	(–172.3)	(–139.3)	(–142.8)	(–138.6)	(–143.6)	(–149.6)	(–157.8)	(–162.8)	(–168.8)	(–172.7)	(–179.8)
Off-Budget .....	(–116.0)	(–112.0)	(–108.1)	(–106.4)	(–104.5)	(–105.4)	(–102.7)	(–101.4)	(–98.7)	(–94.1)	(–90.6)	(–86.5)
<b>Total .....</b>	<b>3,619.0</b>	<b>3,792.3</b>	<b>3,924.1</b>	<b>4,108.0</b>	<b>4,332.1</b>	<b>4,619.7</b>	<b>4,894.5</b>	<b>5,147.6</b>	<b>5,553.9</b>	<b>5,807.8</b>	<b>6,061.6</b>	<b>6,436.9</b>
(On-Budget) .....	(2,906.6)	(3,034.6)	(3,119.6)	(3,252.4)	(3,417.2)	(3,644.4)	(3,852.2)	(4,038.8)	(4,373.7)	(4,550.1)	(4,723.1)	(5,013.1)
(Off-Budget) .....	(712.4)	(757.7)	(804.5)	(855.6)	(914.9)	(975.2)	(1,042.3)	(1,108.7)	(1,180.2)	(1,257.8)	(1,338.6)	(1,423.8)

\*\$50 million or less.